



# City of Canby

## FILE #: HLC 21-01 – HISTORIC CITY HALL Alteration of a Historic Landmark

**HEARING DATE:** September 9, 2021

**STAFF REPORT DATE:** August 30, 2021

**TO:** Heritage and Landmarks Commission

**STAFF:** Don Hardy, Planning Director

### **Applicant Request:**

The applicant is seeking approval to complete adaptive reuse alterations to the Historic City Hall, located at 182 N. Holly Street, in anticipation of the building being used for a food-oriented use. The project proposes to emphasize the original 1936-1937 form as the period of significance and continues previous efforts to remove modifications from the 1960's.



### **Staff Recommendation:**

Based on the application submitted the facts, findings, and conclusions of this report, staff recommends that the Heritage and Landmarks Commission **Approve** HLC 21-01, for major alterations to the Historic City Hall, and thus issue a Certificate of Appropriateness pursuant to the Conditions of Approval presented at the end of this report.

## **Property / Owner Information**

**Location:**182 N. Holly Street

**Lot Size:**0.16 acres

**Zoning:**C-1 Downtown Commercial, with Downtown Commercial Overlay and Historic Protection Overlay

**Tax Lot:**31E33CA06000

**Owner:**CCB CH LLC

**Applicant:**Steven Ehlbeck, SERA Architects

## **Attachments**

- A.** Application and Narrative
- B.** Local Historic Register Designation Documentation

## **I. Introduction**

The applicant is seeking a certificate of appropriateness which requires the Heritage and Landmarks Commission (HLC) to review the criteria in Chapter 16.110 of the City of Canby Zoning Code. The City of Canby is a participating city in the review of local historic resources, as certified by the State Historic Preservation Office (SHPO). The certificate of appropriateness became necessary after exterior remodeling of the building occurred without city and county review and approval. The project is a major alteration and is being reviewed based on these criteria.

Per Chapter 16.110.080.E. New Construction or Major Alteration Criteria, the Heritage and Landmarks Commission shall review all proposed new construction and alterations which exceed minor status. A request for a new construction or alternation permit under this provision shall be made on the appropriate application form provided by the Planning Department. Review and approval of an application shall consider the Secretary of Interior's Standards for Rehabilitation. These criteria are listed below under Chapter 16.110 Historic Preservation below.

The Heritage and Landmarks Commission has the approval authority to, "Review and render decision on proposals to alter the exterior of a Historic Landmark subject to the procedures and criteria set forth in Chapter 16.110.080.

The applicant desires to complete exterior upgrades consistent with certificate of appropriateness criteria and establish a food-oriented use within the building. Food-oriented businesses are a permitting use with the C-1 Downtown Commercial zone. City site plan review Chapter 16.48 will be required subsequent to the issuance of the certificate of appropriateness along with Clackamas County Building permit approval. Although the project is located within the Downtown Canby Overlay Zone, Chapter 16.41, the applicable standards for approval will be those noted in Chapter 16.110 addressing historic preservation and consistency with certificate of appropriateness.

The application is being processed as a Type III application with the Heritage and

Landmarks Commission empowered to review and approve the certificate of appropriateness. Application noticing and the hearing process have followed the Type III process.

No public comments have been received to date based on the application notice.

## **II. Historic Overview**

Situated in the heart of the community's original twenty-four block town site, the Canby City Hall possesses both architectural and historical significance. Constructed as a Public Works Administration (PWA) project in the midst of the Great Depression, its distinctive design has made it a community icon. At a national level, the PWA recognized it as an ideal example of design serving function. From a historical perspective, the City Hall served as the focal point of municipal governance from 1937 to 2016.

### **Architectural Significance**

The following summary is sourced from Carol Palmer's Local Register of Historic Resources Application for the Historic City Hall and summarizes the building's history, use and architecture: A prominent structure in the community, Canby's City Hall looks much as it did when erected in terms of design, character, and materials. Constructed of brick, the rectangular main section of the 1.5 story building rises from a concrete foundation and basement. It features two-sash vinyl windows with wood trim. The structure is capped by a tall, steep, hipped roof with dormers in the center of the north and west façades. A wing that is off-set to the south side of the main structure has two projecting bays separated by a recessed center entry.

Constructed of horizontal boards, this façade features single pane picture windows. A tall hose drying tower with a stucco exterior and a square pyramid roof sits at the rear of this wing. The original jail projects out from the rear of the main building. It features a stucco exterior, two barred windows, and a metal door.

The structure retains its historical integrity in that the alterations to the original building are minor. The wood windows were replaced with vinyl, but the original wood trim remains. In the 1980s, the entrance door was changed to comply with the Americans with Disabilities Act. In 1961, the off-set south wing was converted from a fire station to a library. To accommodate its new function, the annex's garage doors were replaced with the dual bay window and center door façade. Unchanged since its construction, this section retains its historic integrity for that period.

The building's Colonial Revival style and site placement set it apart in a townscape dominated by low profile utilitarian structures. Set-back from the sidewalk and surrounded on its street-facing sides with attractive landscaping and decorative wrought iron fencing, the building projects significance and stability. Over the years, it has become a symbol of the town.

The City Hall was designed by architects George Howell Jones and Harold D. Marsh of the Portland architectural firm, Jones and Marsh. Portland natives, both Jones and Marsh

trained in architecture at Oregon State College, then at the Massachusetts Institute of Technology, graduating in 1913. Jones worked in New York City before and after serving in World War I. He returned to Portland to become the district architect for Portland Public Schools. In the early 1930s, he went into private practice with his former classmate, Marsh. In addition to the Canby City Hall, the firm designed many public buildings across the state.

Canby's City Hall also possesses architectural significance from a national perspective. In 1939, the PWA conducted a review of the projects it funded in its first five years and published a two volume work that featured "the best examples of the different types of buildings and other structures which are the most interesting from architectural and engineering viewpoints". Of the over 10,000 projects funded by the PWA at the local or state level, 330 were identified as ideal examples of design serving function. Canby's City Hall was selected for this recognition, one of only seven in Oregon. Others included the Oregon State Capital and the State Library.

### Historical Significance

For almost eight decades, Canby's City Hall housed the community's elected officials and municipal services. It served as the center of policy and decision-making and the place where residents paid their utility bills and, for four decades, checked out and returned books to the city's library. Canby's City Hall was inextricably linked to the evolution of the community from a farm town to an urban/rural fringe suburb.

Settled by pioneer families in the mid-1840s, municipal governance arrived in Canby in 1893, when city leaders decided to incorporate their community. The first council was dominated by members of the Mack, Knight, and Lee families, some of the earliest to settle in the area. Heman Lee served as the first mayor and his brother Albert, also a member of the council, was appointed to the position of clerk/teller. Other council members included Joseph Knight, William Knight, and Oramel R. Mack.

The council held its first meeting on May 13, 1893 on the second floor of the Knight Hall Building on the corner of NW Fir Street and First Avenue. The city council used this site until 1901 when the first city-owned facility, a horizontal wood structure, was constructed in the middle of the block facing First Avenue. At the time, Canby had 372 residents. Three decades later, with a population approaching 900, this aging facility proved inadequate in terms of supporting city functions and meeting community needs.

In 1935, the city council began exploring options for constructing a new facility; the siting of the structure generated a community-wide debate. The council favored using the vacant property on Holly Street and Second Avenue that it had acquired in 1931 when the

property owners failed to pay assessments for street improvements. Many residents and business owners favored rebuilding on the existing site, arguing that a modern city structure would improve the appearance of the main street and encourage other property owners to upgrade their buildings. Others expressed concern about a side street location that kept the building out of public view.

In January 1936, the council held a special election to authorize construction of a new city hall that would house the jail, fire equipment, and other city services at the Holly Street site. Despite strong opposition to the location, Canby voters approved the measure by a slim margin of nineteen votes. The council opted to finance a portion of the construction costs with New Deal funding, hiring the Jones and Marsh architectural firm to design the structure and prepare the funding request. When the PWA re-opened its grant program at mid-year, Canby's application came under consideration and, in July, city leaders learned they would receive a \$5,300 grant, which would cover a significant portion of the anticipated \$12,000 cost of construction. In September, the council opened the construction bids and awarded the project to the low bidder, Robinson, Robinson, and Scott of Portland, who hired Canby subcontractors for plumbing, painting, and other tasks.

The blueprints detail the layout and usage of the building's floors. An unfinished basement was to be the site of a furnace and storage. The first floor had rooms for city services, fire crews, a council chamber, storage, a jail facility, and a side annex for fire equipment. The jail doors from the existing jail site were to be reused. There are no detailed plans for the top floor, it is depicted as an open space between the ceiling and the roof.

Construction began in late in 1936 and completed in 1937. Led by Mayor Ray Vinyard, the city council held its first meeting at the new facility on March 23, 1937. At this special session, the council passed a resolution declaring the building had been completed as specified and accepted by the city. In April, the council authorized improvements not included in the original plans, including the construction of sidewalks, a rear driveway, and a hose tower for the fire department, as well as purchases of a fire siren, window blinds, floorcoverings, and shrubs for exterior landscaping.

During this period, Canby's elected officials were also responding to the need to expand existing services and to increase the scope of city administration. The decision to construct a new facility was prompted in part by the necessity of housing additional fire equipment needed to serve a growing population. During this period, the city council also took on new responsibilities. In 1937, the town's voters approved the transfer of Zion Cemetery to the city. Two months after moving into the new building, council members listened to a request from a representative of the Canby Women's Civic Club (CWCC), Mrs. C. P. Shewey. After years of relying on volunteers and make-shift arrangements, Shewey asked the council to establish a municipal library. Having obtained a Works Progress Administration (WPA) grant to pay a librarian, advocates needed a site for the facility. The council approved use of the council chambers and appointed five residents to a city library board. In 1939, the city became the overseer of parks when City Attorney Charles Wait donated the seven lots in the block that became Wait Park.

From 1937 until 2016, the Holly Street City Hall served as the focal point for city services, administration, and policy-making. As the city staff increased to accommodate a growing population, city leaders took a number of steps to keep the building functional. They

added office space by remodeling the basement; they converted the fire annex into a library and built a second annex for the fire department; they moved some city functions off-site. By 1976 Canby had over 6,000 residents and the overcrowded conditions at City Hall, built for a population of 900, had become intolerable. On September 20th, Mayor Paul Roth appointed a citizen's committee to explore replacement options. Forty years later, after many failed attempts to replace the Holly Street City Hall, the city moved into a new facility, housing all of its administrative functions and library under one roof.

### **III. Project Summary:**

The project is an adaptive reuse of the former City Hall building that will address deferred maintenance and code/accessibility deficiencies. The proposed alterations will support an activated, food-oriented commercial use. The project proposes to emphasize the original 1936-1937 form as the period of significance and continues previous efforts to remove modifications from the 1960's. The proposed alternations include:

1. Remove the 1960's projection at the engine bay and replace with swing doors that reference the historic engine bay doors.
2. Remove existing vinyl replacement windows and install divided lite wood windows to compatible with the original look and materials.
3. Replace existing steel front door with paneled wood door compatible with the original look and materials.
4. Replace existing, non-original steel door at the rear (east) of engine bay with divided lite wood door to be compatible with the doors on the west side at the former engine bay.
5. Remove one existing vinyl replacement window and modify the masonry opening to install required second means of egress at east side. Construct platform over existing exterior stairwell to connect to egress to public way.
6. Construct new dormers on east side for kitchen make-up air.
7. Install new sidewall kitchen exhaust.
8. Replace existing deteriorating front steps, ramp and railings.
9. Work with City to relocate the existing memorial flagpole.
10. Work with City to remove existing bench from adjacent public sidewalk; construct new exterior seating areas and raised concrete planters.
11. Restore three existing dormers on roof.\*
12. Paint exterior soffits and gutters.\*
13. Paint stucco walls.\*
14. Work with USPS to relocate mailbox.\*
15. Replace Heat Pumps with higher efficiency units.\*

\* Indicates maintenance work

For items 9 and 10 Heritage and Landmarks Commission review and approval will be required along with the applicant coordination with the Canby-Aurora Veterans of Foreign Wars Post 6057 to secure an acceptable alternative location(s). This is noted in condition number 5.

#### **IV. Applicable Criteria & Findings**

Applicable criteria used in evaluating this application are listed in the following chapters of the *City of Canby's Land Development and Planning Ordinance*:

##### **Applicable Canby Municipal Code Chapters:**

*16.22 C-1 Downtown Commercial Zone*

*16.38 Historical Protection Overlay Zone (A)*

*16.41 Downtown Canby Overlay (DCO) Zone*

*16.89 Application & Review Procedures*

*16.110 Historic Preservation*

##### **16.22 C-1 Downtown Commercial Zone Standards**

The standards in Chapter 16.110 Historic Preservation apply to the property addressing historic preservation standards. The underlying base zone of C-1 permits food-oriented businesses such as restaurants per Chapter 16.22.010 (AA).

##### **16.38 Historical Protection Overlay Zone (A)**

The subject property was included in the historical protection overlay zone pursuant to Ordinance 1455 by the City Council on January 4, 2017 and therefore is subject to the standards found therein. Principally, the overlay zone is intended to guide the review process for properties within the overlay zone.

Pursuant to Subsection 16.38.020, planning staff are provided guidance regarding development review for properties within this overlay zone. The code states that if the City Planner, in conducting the site plan review, determines that the proposed development will result in the removal, demolition, or exterior alteration of the site or building which will tend to affect the historical or architectural characteristics of the site, the planner shall process the application according to the provisions of Chapter 16.110, Historic Preservation.

As this project qualifies as a major alteration and requires a certificate of appropriateness from the Heritage and Landmarks Committee, it is processed in accordance with Canby Municipal Code section 16.110. Refer to **Attachment B** for documentation regarding the inclusion of the historic city hall property into the Historic Protection overlay zone.

##### **16.41 Downtown Canby Overlay Zone**

This property is located at 182 N Holly Street, is zoned C-1 Downtown Commercial and is within the Core Commercial area of the Downtown Canby Overlay. The standards in Chapter 16.110 apply to the project addressing historic preservation standards and supersede the Downtown Canby Overlay Zone as they are specific to historic structures. The underlying base zone of C-1 permits restaurants per 16.22.010 (AA). Certificate of appropriateness criteria are identified in Chapter 16.110 and subsequent city site plan review requirements are identified in Chapter 16.48.

#### 16.89 Application and Review Procedures

The application is being processed as a Type III application with the Heritage and Landmarks Commission empowered to review and approve the certificate of appropriateness.

Application noticing and the hearing will follow the Type III process.

#### 16.110. Historic Preservation

*16.110.030 Heritage and Landmarks Commission – Powers and Duties*, It is the responsibility of the Heritage and Landmarks Commission to review and render decisions on proposals to alter the exterior of a Historic Landmark subject to the procedures and criteria set forth in Chapter 16.110.080. This section is addressed below.

*16.110.050 B(4) Review, Notice, Public Hearing Procedures*—Notice of this application was provided adherent to the Type III decision process as described in 16.89.050.

*16.110.080.E: New Construction or Major Alterations*—The Heritage and Landmarks Commission shall review all proposed new construction and alterations which exceed a minor status, the project is a major alteration. Review of a major alterations application shall consider the following Secretary of the Interior's Standards for Rehabilitation and these standards are noted in Chapter 16.110.080.E:

**1. A property shall be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and special relationships.**

#### Facts and Findings:

The applicant has addressed facts and findings for each criteria below.

The original civic functions housed in the former City Hall have been relocated to new facilities that better serve the needs of the community. The proposed alterations emphasize the 1936-1937 configuration of the building and restore many of the character defining details that had been removed as portions of the buildings were adapted to new uses over the decades.

The essential characteristics of a rectangular one story brick structure with a prominent hipped roof raised slightly above grade on expressed concrete basement walls, an offset rectangular bay with a distinctive hose-drying tower to the southeast, and a cement plaster clad projection with perpendicular gabled roof to the east are all retained. Removal of the 1960's wood clad projecting infill and installation of new glass and wood panel doors at the original engine bay will express the large rectangular opening that was characteristic of the original Public Works Administration era design.

**2. The historic character of a property shall be retained and preserved. The removal of distinctive materials or alteration of features and spaces and special relationships that characterize a property shall be avoided.**

### Facts and Findings:

The primary street facing elevations, the north (toward NW 2<sup>nd</sup> Avenue) and the west (toward N Holly Street), have remained familiar and largely unchanged for generations. The exception to this occurred in 1961 in response to a change in use associated with the departure of the fire apparatus from the site. Officials at the time decided that the large operable doors suitable for moving vehicles in and out of the building were no longer required and approved demolishing the doors. In its place, a wood clad projecting bay with center entry and flanking windows was constructed and the historic understanding of the structural frame of the apparatus doors was compromised and concealed.

Similar to the situation in 1961, the building and site are undergoing an adaptation from an inward focused library environment to an inviting and activated commercial use. To support this new use, the design proposes removal of the 1961 construction and installation of three glass and wood panel double doors set within the restored historic masonry frame of the engine bay doors.

In the 1980's a second modification occurred on the west side of the site in order to address the recently adopted requirements of the Americans with Disabilities Act. The historic wood panel door was demolished and replaced with an incompatible ½-lite steel door and the historic approach to the front door of City Hall was modified when the gracious two-tiered landing was removed and replaced with a new concrete stair landing and ramp that aligned to the threshold elevation of the first floor. That concrete landing and ramp, with handrails that don't conform to the current code, is beginning to fail. This project proposes to replace the stair, ramp and railings to improve safety and meet current code requirements. The stair and ramp are proposed to be flanked with raised planters that relate to the existing concrete stem walls of the basement and the associated access stairs. The planters maintain the site's tradition of an elegant landscape on a prominent corner while formally defining two outdoor gathering spaces that support the proposed restaurant functions within the building.

The east elevation is a secondary and distinctly less publicly visible façade. On this elevation, the applicant is proposing alterations that respond to code requirements for secondary means of egress. This includes creating new door openings and altering existing door openings as well as installing a new sidewalk that connects to the public right-of-way.

Near the center of the east elevation of the former City Hall space, the project proposes to remove an existing replacement window and extend the masonry opening to the floor in order to install a door that will satisfy the code requirement for a second means of egress. The door is proposed as wood paneled with a glazed transom. A new concrete finished landing will be constructed over the existing exterior basement access well. Stairs will extend off the north side of the landing and connect to a new concrete sidewalk that extends to the public way.

An existing non-historic steel door that was created as a connection to the previously demolished Council Chamber, is proposed to be replaced with a glass and wood paneled door of similar detail as the doors proposed on the west side.

**3. Each property shall be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other historic properties, shall not be undertaken.**

Facts and Findings:

The proposed modifications do not create a false sense of historical development. The proposed alterations are designed to defer to the essential character of the former City Hall. Where maintenance is required, and original material is present, restoration will be the preferred action. Where alterations or new work are proposed, all references to historical details on the building are rooted in documentary evidence from this building, specifically in tact details on the building, period photographs and the original architectural drawings. New and replacement elements, like doors and windows, will reference the traditional materials and patterns of the PWA era design but will be distinguishable as contemporary work.

**4. Changes to properties that have acquired historic significance in their own right shall be retained and preserved.**

Facts and Findings:

The application to include the former City Hall in Canby's Local Register of Historic Resources, describes at length the significance of the original 1936-1937 building design, noting its association with Public Works Administration effort during the Great Depression. The building was selected from a national portfolio of projects as, "an ideal example of design serving function." The application goes on to make a one sentence statement that the 1961 alteration of the engine bay doors with the projecting bay entrance to library has, by virtue of its date of construction and lack of modifications, also gained a level of significance in the community. Though this meets the listing criteria of Section 1 and some parts of Section 2 related to its familiar unaltered state, it is clearly not at the level of significance as the original work. In 2017 the City Council added the historic city hall to the Local Registry of Historic Landmarks, HD 16-01.

This project proposes to use the original 1936-1937 building, and the period prior to the first round of major alterations in the 1960's, as the period of significance. This concept was supported in 2017 when the Council Chamber, a contemporaneous 1960's addition, was approved for demolition in part because it restored the building massing to the original PWA composition.

This project proposes the demolition of the library entrance in order to fully restore the reading of the original large masonry opening at the apparatus bay that was a primary character defining feature of the original design.

**5. Distinctive materials, feature, finish and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.**

Facts and Findings:

This project proposes to use the original 1936-1937 building, and the period prior to the first round of major alterations in the 1960's, as the period of significance. As described in landmarks application the most distinctive features and finishes of the 1936-1937 structure are related to the general building massing of a rectangular one story brick structure with a prominent hipped roof raised slightly above grade on expressed concrete basement walls, an offset rectangular bay with a distinctive hose-drying tower to the southeast, and a cement plaster clad projection with perpendicular gabled roof to the east are all retained. There are no additions or structural alterations proposed to this configuration.

As described in section 4 above, the 1961 projecting bay infill at the former garage doors, is proposed to be demolished to restore the original distinctive massing and fenestration, with the read of a broad framed opening for the apparatus doors.

One historic wood window on the east side, wood casings (at vinyl replacement windows), the brick chimney, and three dormers in the former City Hall section; the steel door and two steel framed windows in the jail section; and the wood louvers in the hose drying tower are being preserved. The brick and stucco walls, as well as the wood trims, soffits and casings are typically in good condition and are being preserved.

**6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and, where possible, materials. Replacement of missing features shall be substantiated by documentary and physical evidence.**

Facts and Findings:

The surviving historic features described in section 5 of this document are typically in sound condition. It is expected that in-kind repairs will be possible at all features. If replacement is deemed necessary, the work will match the existing in design, color, texture, and other visual qualities.

**7. Chemical or physical treatments, if appropriate, shall be undertaken using the gentlest means possible. Treatments that cause damage to historic materials shall not be used.**

Facts and Findings:

There is no proposed sandblasting or harsh chemical treatments proposed. Any surface cleaning (as in preparation to paint) will be as gentle as possible and according to lead-safe practices.

**8. Archeological resources affected by a project shall be protected and preserved in place. If such resources must be disturbed, mitigation measures shall be undertaken.**

Facts and Findings:

It is not expected that the work will uncover or disturb significant archeological resources. If, during the work, such resources are discovered, work will stop until a mitigation plan can be developed.

**9. New additions, exterior alterations, or related new construction shall not destroy historic materials, features, and special relationships that characterize the property. The new work shall be differentiated from the old and shall be compatible with the historic materials, features, size, scale, and proportion and massing, to protect the historic integrity of the property and its environment.**

Facts and Findings:

The proposal does not include any additions of occupiable space. There are several proposed exterior alterations that are intended to support the adaptive reuse of the property and its continued significance as an active and vital presence in the downtown. The following summarizes the proposed alterations and differentiation strategies.

Former City Hall

- Demolish seven 6-over-6 operable vinyl replacement windows; existing wood casing to remain in place. Install 6-over-6 wood double hung windows with insulating glazing units behind existing wood casing. Grid profiles will replicate the profiles on the surviving historic wood window to the greatest extent possible. Though similar to the original wood windows, the proposed wood windows would be clearly understood as not historic upon inspection based on the jamb liners and insulated glazing units with simulated dividing lites with a bronze spacer between the panes of glass.
- Demolish existing ½-lite, flat panel steel entry door on west elevation. Install wood eight-panel door in the existing frame and casing assembly. The proposed eight panel door is consistent with the historic construction documents and contemporary photos.
- On the east elevation, demolish the northern 6-over-6 window and extend the masonry opening to the floor level. Install wood 8-panel door with glazed transom and wood casings similar to the main entrance on the west. Additionally, a new landing and stairs will be constructed over the existing exterior basement access stairs. This alteration is required to provide a second means of egress. This location was selected

in lieu of alternate locations on the more prominent west and north street-facing facades. By modifying an existing opening and installing a compatible door system on a secondary elevation, the original fenestration pattern remains legible. This new work will be noticeably differentiated upon close inspection with the observation that the lower portion of the masonry opening is cut brick. The capped over exterior stair will remain accessible from the basement.

- Install make-up air intake louvers in a new dormer on the east side of the building. The make-up air intakes are required for the proposed adaptive reuse as a restaurant. The proposed dormer is similar in massing, materials and details as the existing shed dormer on this side of the building. The existing shed dormer, which is different but compatible with the original barrel dormers on the west and north, appears to have been added after the original construction and is our precedent for this alteration. The use of aluminum louvers will differentiate this as new work.

#### Former Fire Apparatus Room

- Demolish 1960's projecting entrance bay and restore the masonry opening of the fire apparatus doors. Install ganged, wood 2/3-lite panel swing doors. The proposed doors reference the original 1/3-lite panel doors and are compatible with the overall architectural character, while providing greater visibility and daylight for the tenant. Similar to other openings, the goal is to protect the historic integrity of the overall building with differentiation being apparent by observation of modern details such as divided lite insulated glazing units.
- Demolish non-historic ½-lite steel door. Install ½-lite wood panel door. This door opening is not original; it was an interior connection created with the Council Chamber addition. Following demolition of the Council Chamber it became an exterior opening. The proposed door will function as a second entrance to the restaurant tenant space and is compatible with the scale, material and detailing of the other doors.
- Install two commercial kitchen exhausts on the east elevation above the non-historic door. This location, in a large undetailed field of painted cement plaster at a portion of the building not visible from the public way, was chosen because it has the least impact on the architectural features or the public's perception of the integrity of the building.

#### Site

- The west side of the site has seen several alterations over the years. These alterations resulted from changes in use, building codes, and accessibility requirements. The proposed alterations to the west side similarly address changes in use and code requirements. The existing ramp and landing to the main entrance are deteriorating and in need of replacement. Additionally, the handrails do not conform to the current code requirements. The proposal is to replace these elements with a conforming stair, ramp, and railings in a similar configuration to the existing. Flanking this stair and ramp will be short concrete landscape planters that define outdoor seating areas associated with the restaurant tenant. The concrete walls of the planters

will be similar in dimension and profile to the adjacent exposed concrete walls at the basement access stair. These planters address OLCC licensing requirements for the restaurant tenant.

- At the east side of the site, new concrete sidewalks are proposed to connect the required egress doors to the public right-of-way.

**10. New additions and adjacent or related new construction shall be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property, including historic plant materials, and its environment would be unimpaired.**

Facts and Findings:

All of the proposed alterations could be removed in the future and still maintain the integrity of the historic property. Most of the proposed interventions remove modern renovations (ie, the projecting bay at the apparatus room doors) and improve previous maintenance efforts (ie, the vinyl replacement windows). Collectively these efforts support restoration of the PWA-era building, as well as strengthen the public's understanding of the essential form of the historic property.

The new dormer on the east side can be removed and the roof patched. The new egress door on the east side is detailed to maintain the original fenestration pattern and won't require a structural modification on this secondary façade.

No historic plant materials remain; the landscape was previously significantly altered. The proposed planter beds do not engage the building wall and can be removed at a future date, if necessary, without damage to the building.

**11. The location and orientation of the new structure on the site is consistent with the typical location and orientation of similar structures on the site or within the District or Corridor, considering setbacks, distances between structures, location of entrances and similar siting considerations.**

Facts and Findings:

Non-applicable to this project.

**12. Changes to yard areas including planters, fences, ponds, walkways and landscape materials, should be compatible with the overall historic setting.**

Facts and Findings:

Non-applicable to this project.

**V. Public/agency comments**

Notice of this application and opportunity to provide comment was mailed to owners and residents of lots within 500 feet of the subject property and to all applicable public agencies. All citizen and agency comments/written testimony that were received to date are attached and will be presented to the Heritage and Landmarks Commission. No public comments have

been received to date for this application.

**Summary:** Staff is recommending **approval** of this application HLC 21-01 and issuance of a certificate of appropriateness with the following conditions of approval.

**VI. Conditions of Approval**

- 1.**The applicant shall follow all of the certificate of appropriateness conditions of approval.
- 2.**City site plan approval shall be submitted and approved prior to commencement of construction activities and county building permit issuance.
- 3.**The applicant shall provide a Certificate of Appropriateness to the Clackamas County Building Codes Division prior to the issuance of building permits.
- 4.**All required county building permits shall be submitted and approved prior to commencement of construction activities.
- 5.**For the flag pole and bench relocations noted as items 9 and 10 of the Project Summary, the applicant shall secure acceptable alternative location(s) from the Canby-Aurora Veterans of Foreign Wars Post 6057 and the City of Canby.
- 6.**Any substantial deviation to the plans approved by the Heritage and Landmarks Commission may require further review. This may include additional hearings and/or other review subject to the discretion of the Planning Director.